DOCUMENT RESUME

ED 128 616 CE 007 913

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TITLE A Process Model for the Development of an Information Base for Community Needs Assessment: A Guide for Practitioners.
PUB DATE 76
NOTE 57p.; Paper presented at the Annual Meeting of the Adult Education Research Conference (17th, Toronto, Canada, April 7-9, 1976)

EDRS PRICE MF-$0.83 HC-$3.50 Plus Postage.
DESCRIPTORS Adult Education; *Adult Education Programs; Community Development; Community Surveys; Data Collection; Educational Needs; Information Needs; Information Seeking; Information Sources; *Models; *Needs Assessment; *Program Development; *Research Design; *Research Proposals

ABSTRACT

This paper is a research proposal for the development of a process model which addresses several of the fundamental questions involved in the community needs assessment process used as a prelude to program development by the community adult education program planner. The questions of what information should be gathered, where this information is stored, and how it can be retrieved from the community are considered. The model focuses on the assessment of human needs and consists of three basic components: (1) a framework component, which develops a classification schema for human needs, (2) an indicator component, which determines what information should be collected within the constraints of the classification schema, and (3) an information collection component, which elaborates sources of and retrieval strategies for those indicators selected. Three basic concepts--need, community, and model--which are central to the entire research intent are discussed in detail. An 8-step research procedure, utilizing an extensive and critical review of the literature, which will be used to develop the model is presented. A proposed dissertation outline and a 2-page reference list are included. (WL)

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A PROCESS MODEL FOR THE DEVELOPMENT OF AN INFORMATION BASE FOR COMMUNITY NEEDS ASSESSMENT: A GUIDE FOR PRACTITIONERS

by
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Paper Presented at the 17th Annual Meeting of the Adult Education Research Conference.
April 7-9, 1976.
Toronto, Canada

CE 007 913

THIS RESEARCH IS BEING UNDERTAKEN AS A DISSERTATION UNDER THE DIRECTION OF DR. WAYNE L. SCHROEDER, MAJOR ADVISOR FROM FLORIDA STATE UNIVERSITY, TALLAHASSEE, FLORIDA.

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A PROCESS MODEL FOR THE DEVELOPMENT OF AN INFORMATION BASE FOR COMMUNITY NEEDS ASSESSMENT: A GUIDE FOR PRACTITIONERS

I. STATEMENT OF THE PROBLEM

Context of the Problem:

"Community adult education program planner" is a generic classification which subsumes a wide diversity of professional roles. Among these roles one might include: county director for public school adult education, community school director, community college community service programmer, community library adult education specialist, and university continuing education program coordinator. However diverse these roles appear on the surface, these practitioners are involved in a common process, that of planning; and are involved in a common context, that of community service, both of which tend to integrate an otherwise diverse body of professionals.

As "community planners", these adult education practitioners are engaged in two major and interrelated phases of the planning process: (1) the diagnostic or assessment phase, commonly referred to as needs assessment, and (2) the remediation or development phase, commonly referred to as program development. The latter derives its justification of programming for relevant segments of the community, or for the community in toto, from the prior assessment of needs. Conversely, results of program evaluation are fed back into the assessment phase and thus contribute to the redefinition of needs.

At present, existing sources of guidance for the practitioner in performing a needs assessment are not judged adequate for the task at hand. Those commonly known and available resources to persons in the field are both limited in number and utility (Hand, 1974; Houle, 1972; Knowles, 1972; Warren, 1965). The entire needs assessment process has not been adequately conceptualized and as a consequence, direction for implementation is not available. For example, if one were to look at the specific question of what information is to be gathered from the community during the diagnostic phase, one would find that the guidance offered in the previously mentioned sources is skeletal; further, if one attended to the guidance offered, one would be left with the task of gathering and processing an encyclopedic array of information.

Significance of the Problem:

The significance to the field of this void in the conceptualization and in the consequent inadequate direction for implementation of the entire needs assessment process can be appreciated by briefly reviewing its qualitative and quantitative impact. First, a great many practitioners are involved with this concern. Professional community education associations exist on the national, regional, and local levels. The problem is a widely prevalent one. Second, given the fact that these practitioners are only minimally prepared in the art and science of needs assessment, it is highly improbable that the best use of limited resources, judging by an input/output ratio, is being

made. Third, it follows that if needs are not adequately assessed as the foundation for educational programming, it is not illogical to conclude that "non-needs" are frequently programmed for, and needs are often left unmet. The continued presence of need states can be attributed at least in part to this general lack within the field. Consequently, a serious responsibility exists within the field to address the problem, given its centrality and significance to the entire program planning process.

Research Objective:

The research undertaking, which will be developmental in nature, will focus on a portion of the needs assessment process. It will address the questions of what information should be gathered, where this information is stored, and how it can be retrieved from the community during this phase. The research purpose will be to develop a model consisting of those processes or sets of strategies which will help the practitioner in collecting the information regarding human need within community.

The model will be developed by an extensive and critical review of the literature. Its focus will be on the assessment of human needs. It will consist of three basic components:

1) a framework component, which will develop a classification schema for human needs,

2) an indicator component, which will determine what information should be collected within the constraints of the classification schema, and

3) an information collection component, which will elaborate sources of and retrieval strategies for those indicators selected.

It is understood that, on the one hand, the model will

represent an ideal process, a process that is the most internally valid and inclusive. On the other hand, it is also understood that the ideal connot always be applied. Frequently, it must be adapted to accommodate the values and norms within the community as well as other real constraints that are operative in the practitioners' situations. Consequently, each component will contain not only explicit direction for the development of an ideal component output, but also alternatives from which a selection can be made and a unique product can be fashioned by the practitioner.

The three basic concepts: need, community, and model, are central to the entire research intent. They thus constitute the conceptual framework for the study and will be discussed in that context. Following that discussion, we will focus on the research procedures and conclude with a recommended dissertation outline.

II. THE CONCEPTUAL FRAMEWORK

The Concept of Need:

Overview - The concept of need is the subject of a vast literature both within education and in other fields of the social sciences. It is at the very heart of the present research undertaking, as it is at the very heart of all needs assessment undertakings. To offer a simple definition of need as one is tempted to do, belies the complexity of the definitional problem. Kaufman (1961), in a powerful essay, warns of the problems inherent in the use of the term programmatically, given the great diversity and the delicate shades of meaning which the concept presently carries. So, in precisely what sense is the term need to be used in the present study?

Let us begin with the basic assertion, or premise upon which the study rests; namely, that human needs do exist, that they can be identified, measured either directly or indirectly, and consequently form a legitimate base from which to develop programs directed toward need satisfaction.

Once this assertion has been made, let us consider in what sense the concept need is used. Need can be used in two generic senses, prescriptive and motivational. We will be speaking of need in both senses. If we take as a point of departure, the definition of need as a discrepancy between a present state and an ideal or goal state, we have a basis for further elaboration.

Prescriptive and Motivational Uses - In the prescriptive sense, need is viewed as a condition of deficiency relative to

a socially accepted standard, norm, or end state. This norm, a minimal level of acceptance according to the dictates of the social system, can be considered as constituting the functional prerequisites for life or survival within a particular system. These are prescriptive or ascribed needs for the individuals of that system. These norms or goal states constitute society's unique response to insuring the satisfaction of its citizens' prerequisites for survival. For instance, the basic human requirement for shelter to insure survival, has been responded to in a myriad of ways in every culture in the various periods of human history. Thus, substandard housing is and has been variously defined. What is considered substandard during the period of colonization or of westward expansion of this country is quite different from what is considered substandard during the latter portion of the twentieth century. Equally, the standard for shelter in the tropics for the natives of the present century who are living under industrialized conditions is also quite different from the standard for those natives of the tropics who constituted enclaves of the past. Therefore, in the sense in which society sets for itself a minimum level or a standard against which it can assess its success in assisting its members attain their requisites for survival, we can speak of prescribed needs. Further, laws often accompany and direct individuals and groups in the performance of these requisites to attain criterion levels. We accept these standards and use the term need prescriptively to encompass those discrepancies from goal or end

states societally determined as the norm.

Further, the term need exists in a motivational sense. Here, need is a deficiency relative to a specific individually defined desired goal or end state. It is synonomous with the commonly used verbs "to want" or "to desire". It is; however, not synonomous with the nouns "a want" or "a desire", in which sense it would constitute the object of a desire; nor is it synonomous with a present degredated condition, such as is referred to as being "in want" or "needy". Needs in the motivational sense, though not necessarily societally determined, are societally conditioned. Thus, end or goal states differ in many regards dependent upon the historical era, the particular culture, nation, climate, season, community, and even family context in which individuals live. Any particular prescriptive need can at the same time be a motivational need. However, whereas all prescribed needs may be needs in the motivational sense, or wants, not all wants are necessarily prescribed needs. Thus, the two uses given to the term are not mutually exclusive.

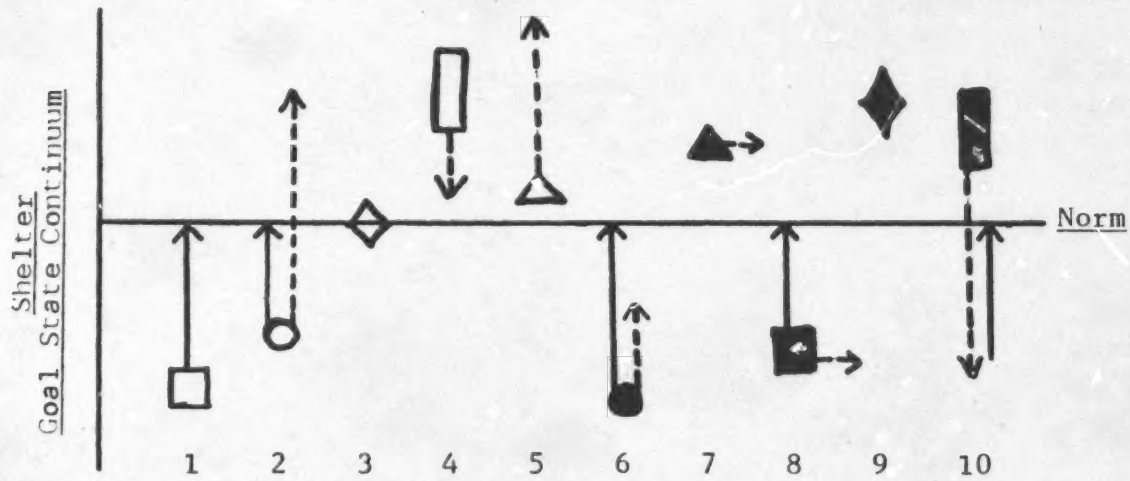
If we conceive of prescriptive need as carrying an individual along a particular goal state continuum, we can envision it leaving him at that point where survival is a possibility and not an overwhelming burden; however, that is not necessarily the end of the continuum, for beyond survival there is life and the continuum can stretch almost endlessly dependent upon the goals of particular individuals.

The following graphic (Graphic #1) represents the relation-

ship that exists between the two uses of the term in the present study.

GRAPHIC #1

Prescriptive and Motivational Need



horizontal line: societally prescribed standard or norm
vertical line: shelter goal state continuum
broken line directional: motivational need (discrepancy)
symbols: individual(s) present state
solid line directional: prescriptive need (discrepancy)

If we consider these ten individuals as positioned along the goal state continuum of shelter, namely, housing in our society, we have identified the breakoff point at which society defines housing as either standard or substandard. In this one example we can identify ten different types of situations which may prevail as we try to identify the issue and concept of needs.

1. In this instance, we have the existence of a prescribed need, with no motivational need at all on the part of the individual concerned. This is not impossible to imagine, as when one does not want to leave the close friendship circle of his imme-

diate neighbors to move to a sterile new housing project.

2. In the second instance, we have the presence of a motivational and a prescribed need which, at least in part are identical or congruent, but we also see that the motivational need exceeds the prescribed need and seeks a further goal.

3. In the third instance, no need exists at all. The individual is neither driven by internal or by external forces to a future goal.

4. In this episode, no prescribed need is present, but there is a motivational need. One can imagine an elderly couple looking for a more modest living arrangement as a result of newly developed financial and physical limitations.

5. In the fifth instance, there is evidence of a motivational need. This is frequently evidenced in the desire to move to a bigger and better home or apartment.

6. In the sixth instance, there is a prescribed need that is only partially matched by the presence of a weaker motivational need.

7. In the seventh instance, the presence of a motivational need is evidence that it is possible to move in a variety of directions within any one goal continuum, not just vertically. The individual seeks a goal state that is different from the present situation, but is essentially at a comparable level.

8. In the eighth situation, we have an instance of a prescriptive need existing along side of a motivational need. The two are; however, divergent. One can imagine a family moving to another substandard unit to remain in the same neighborhood, rather than to move into adequate housing when their house is demolished.

9. In the ninth instance, as in the third, no need exists at all. It is a stable situation.

10. In the tenth instance, we have a situation of a motivational drive that is apt to precipitate a reactive prescriptive drive. A situation of this

> type exists where persons who have been living just above the substandard level, are forced because of economic factors to return to substandard conditions such as possibly an abandoned or condemned building.

The present research legitimately addresses issues which necessitate the use of the concept need in both the prescriptive and motivational senses.

Need and Goal States - It is also significant to note that we have spoken of needs as existing along a goal state continuum. The innate tendency of man to embark upon a particular goal state continuum has led to the inference of the existence of what is commonly called "basic needs". These organismic tendencies, prerequisite for insuring human survival, are not to be denied and are identified in the present study as the goal state continua. Shelter may be one such continuum. "Derived needs" can in turn be conceived as flowing from these basic tendencies and they represent the social manifestation of the goal seeking behavior. This behavior is either culturally determined, as in the case of prescribed needs; or it is culturally conditioned as in the case of motivational needs.

The fact that need is often equated with the object of desire or with the goal state, necessitates a brief discussion in order to insure that the distinction between this use of the term and need as discrepancy becomes clear and that the distinction persists throughout the dissertation. Need in this context does not mean the object of desire, goal or end state. This use is incompatible with the definition of discrepancy state

which we have adopted. Consequently, one does not need the new house, or the completed education, or the new car. We can speak of goals as being either instrumental (means) or terminal (ends) dependent upon their position and interrelationships in any specific series of means-ends goals or goal chains. Further, since a goal can be simultaneously contained within any number of goal chains, the relationships existing among them at any given moment is not only complex, but is also fluid. These relationships among goals are capable of existing totally within a particular goal state continuum or are capable of linking or chaining across a number of goal state continua.

The following examples will demonstrate the complexity with which we are dealing. Referring back to example #6, let us suppose that the dwelling is substandard because it has no plumbing or heating; and that the person living in the house has no desire to install plumbing, but he does want heating. In this instance, heating is an end goal and any number of instrumental goals and/or goal chains might exist, such as money for heater installation, job for money procurement, and schooling for job procurement. This particular means-end goal chain has linked several otherwise discrete goal state continua. On the educational ladder; however, we can imagine an instance in which instrumental goal states exist within a single goal state continuum: first grade precedes second grade, which precedes third grade, and on up the educational ladder through the highest levels of graduate study.

Our present research undertaking will consider needs as existing along discrete human goal state continua. This is not to be interpreted as a denial of the fact that dynamic interrelationships exist between and among these continua, across any neat system for categorization. Specifically, it is the task of the present research to identify relevant data on a number of critical and discrete goal state continua. It is a separate and subsequent diagnostic function to establish relationships among these categories.

Need and Educational Needs Assessment - One additional issue must be considered. We are contemplating a model that would not represent an "educational" needs assessment, such as is frequently undertaken by educational practitioners. We are, on the contrary, undertaking a needs assessment of the major goal state continua of human life within the context of a community. This is based on the premise that many problems or need states exist, which do not on the exterior have the "trappings" of an educational problem, but do have dimensions which can be addressed in part by educational means or programs. Conversely, those problems which do have the "trappings" of educational need states, may likewise be met in a more substantive manner by means that are not strictly educational.

The Concept of Community:

Overview - The concept of community is central to the present research undertaking. It is the subject of a vast body of literature, and a simple definition fails to describe its complexity.

We will review the major senses in which the term is used, synthesize the major findings, and then treat the manner in which the concept will be used in the present study.

Community as Quality or State Versus Body of Individuals - The Oxford English Dictionary (1933) indicates that there are two generic senses in which the concept community is used. The first sense relates to community as a quality or state; the second sense relates to community as a body of individuals. Both of these senses have many shades of meaning associated with them. Historically, the term was originally used to denote a quality or state of association; thus, social intercourse, fellowship, communion, life in association with others, and identity are contained within this sense. Much later historically, community began to assume a very specific and tangible connotation; namely, a specific body of individuals. In consequence, community often refers to a group of persons organized into a political, municipal or social unit, the public, or the town, or neighborhood.

Community as Structure Versus Process - In the Encyclopedia of Social Sciences (Lindeman, 1948), the two uses of the term community which prevailed among the writings of the social scientists; namely, structure and process, were distinguished. In terms of structure, Lindeman defines community as:

> "any consciously organized aggregation of individuals residing in a specified area or locality, endowed with limited political autonomy, supporting such primary institutions as schools, and churches and among whom certain degrees of interdependency are recognized."

In terms of process, he defines community as:

> "any process of social interaction which gives rise to a more intensive or more extensive attitude and practice of interdependence, cooperation, collaboration and unification."
>
> (102-105)

Lindeman notes that community was used in a structural sense in earlier sociological writings and in a process sense in later works. This is just the reverse of the historical development of the term in the vernacular.

Community as a Synthesis - Both the Oxford English Dictionary, published in the 1930's, and Lindeman in the Encyclopedia of Social Sciences, published in the 1940's, appear to be reflecting, although in different terms, discriminations which are essentially identical. Thus, we could, without distorting the meaning, equate "structure" with a "body of individuals" and "process" with "quality or state". During the decades since 1948, reflections on the nature of community have continued to inundate the literature. Kaufman (1973) has identified three critical dimensions upon which some degree of consensus has been achieved among community theorists and practitioners. These critical dimensions of community are: (1) that it will be able to be identified as a place; (2) that it will be comprised of people, their institutions, and some collective goals; and (3) that it will not only be capable of, but will frequently manifest the pursuit of common goals in consort. This definition effects a synthesis of the two generic senses in which the term community can be used. Authorities are beginning to recognize more clearly the necessity of just such a fusion. They no longer see the need

to create a false dichotomy and focus exclusively on one use while abandoning the other. The major differences appearing in the literature currently can be attributed to the relative emphases allocated to the two uses of the term within a single definition.

The following three examples illustrate these different emphases. In a textbook on community development, Carey (1971) defines community as:

> "...the people who live in some spatial relationship to one another and who share interests and values. This community may be an urban neighborhood, town, city, county, region, or any other combination of resources and population that makes up a viable unit."
>
> (2)

However, another focus, this one heavily oriented toward the quality of interrelationship, has been proposed by Newmann and Oliver (1972) in rather cogent terms. They define community in terms of a set of six criteria, each of which is viewed as a continuum. Thus, in their use of the term, community is not generally said to exist or not exist; but rather, community is said to exist at various levels and in varying degrees of intensity. They define community as a group:

> "(1) in which membership is valued as an end in itself, not merely as a means to other ends;
>
> (2) that concerns itself with many and significant aspects of the lives of members;
>
> (3) that allows competing factions;
>
> (4) whose members share commitment to common purpose and to procedures for handling conflict within the group;
>
> (5) whose members share responsibility for the actions

of the group;

(6) whose members have enduring and extensive personal contact with each other."

(207-208)

Finally, Peter Rossi (1972), in addressing the issue of community social indicators, speaks of community in terms of a residential locality; namely, that

"...population (individuals and households) who make their residences in an arbitrarily defined area along with those organizations and institutions which are also 'resident' in that area."

(93)

In summary, the literature reflects a growing tendency to fuse both generic senses of the concept community with varying emphases within a single definition.

Community as Used in the Present Study - Community as used in this study will fuse both senses of the term with major emphasis resting upon the structural dimension. Community will be understood as (a) that collection of persons residing in a defined locality, with (b) its unique configuration of human and non-human resources capable of providing goods and services in the satisfaction of human need, and with (c) those transactions and interactions integral to the effective functioning of this entity. Community, in the structural sense, is seen as providing the necessary substratum, within which and through which community as quality, state or process can be fashioned; while, community in the process or quality sense is seen as facilitating and enhancing the interaction of the structural components. Thus, structurally defined, community meets the minimal require-

ments to qualify as an instance of the concept as used in this study. In the process sense, community represents both the means to as well as the full embodiment of the ideal.

In practice, it is the scope of the service area that will operationally delimit community for the practitioner. This scope is determined by organizational mission which defines both the character of service and establishes parameters for geographical bounds and clientelle serviced. It is recognized that all institutions cannot be all things to all persons. Therefore, from the total composite of service in response to human need, a portion is hewn by each institution, and a commitment to alleviate need is undertaken.

What is community for the adult education practitioner who functions in the role of director for a county-wide senior citizen educational program? It is not the composite of all persons, institutions, or collective goals and actions within the confines of the county, but is limited to a specific group (community) within the geographic boundaries of the county. This spatial limit becomes the parameter for the practitioner and serves to delimit his primary community and interrelationships. This boundary delimits his "universe" but it does not define his "world". To accomplish the latter, we must include the senior citizens within the county, their immediate associates, as well as the various agencies and organizations which service or are capable of servicing the senior citizens either as their primary or as their secondary mission.

Thus, for each practitioner, community is a unique configuration of persons, of resources and of interrelationships. The implications of defining community in these terms has the effect of preventing neat categories in which communities can be placed. It means that there will be multitudes of communities existing at any one time in a given area, with membership overlapping in many of them. One will have to perceive the myriad of systems of relationships among individuals and groups of individuals in order to identify community. The community practitioner does precisely this.

The Community Needs Assessment - In summary, a community needs assessment is the study of the residents of a given locality for the purpose of identifying their needs and of facilitating the accomplishment of their goals and undertaken by a group of persons indigenous to the locality. The community needs assessment is that process by which members of the community plan responsibly for the future by taking responsibility for the quality of their lives in the present.

The Concept of Model:

Overview - The production of a model is the end product proposed for this dissertation. Consequently, a thorough understanding of the nature of the model is critical. We shall explore first, the definition as well as the type of model to be constructed; second, its basic objectives; third, its relationship to the entire program planning process; and fourth, the implications of this relationship.

Model Definition and Type - Our first question deals with how the term model is defined within the present study. A discussion of models in the literature reflects divergent positions along the dimension of inclusivity and exclusivity in defining the term. However, in spite of this lack of agreement as to what can legitimately be included or excluded in a model, there appears to be general agreement in that a model broadly defined is a representation of selected characteristics of reality. We will rest with this definition. In our particular instance, a model comprises that attempt to represent a real world process for determining an information base adequate to conduct a community needs assessment and for retrieving that information.

A second question, closely associated with the first, concerns the type of model being proposed from among the universe of possible model types. Given the lack of unanimity already alluded to concerning the parameters of the concept, there is likewise a diversity in the classification systems proposed. However, a three-way classification schema proposed by Echenique (1972), though not totally suited to our particular model, does offer assistance in discussing the model proposed. He classified models according to three main dimensions: (1) the main intent, i.e., what the model is for; (2) the means chosen to represent reality, i.e., what the model is made of; and (3) the treatment of time, i.e., how the time factor is treated.

First, the model proposed is essentially a descriptive one,

its major intent is to describe processes involved in determining an information base and in selecting information collection strategies required for effective needs assessment. However, since the basic model will be developed to allow community planners to adapt it to their context through the application of feasibility criteria, it moves beyond pure description of an ideal process and shares, at least in part, in the intent of developing optimal planning strategies. Second, the model will make use of both graphic and verbal conceptualizations in its representation processes. Third, it will focus on processes or functions taking place through time in logical and sequential order and thus will be described as a dynamic or process model. In concluding, the model proposed is primarily descriptive, a graphic and verbal representation for the practitioner, and a dynamic exposition and guide for a specific decision making process.

Model Objective - The question of the specific objective of the model will now be addressed. The basic model will include:

(1) a set of goal state continua or "basic needs" to serve as an assumptive base for the information determination and retrieval process,

(2) measurable indicators for each goal state continuum and a procedure for determining criterion levels for each indicator, and

(3) sources of information and retrieval strategies for each indicator.

The information and procedures used by the researcher to derive each of these components will be carefully described. Included in such description will be a compilation of research and feasi-

bility criteria. The assumption underlying this double set of criteria is that a single model process and product, though satisfying the dictates of rigorous research criteria, may not be feasible in all situations. Thus, an array of plausible alternatives that exist for the practitioner at strategic decision points within the process will be included. In essence, the model will thus constitute a process in which the practitioner will not simply be "presented with a fish" but rather, will be "taught how to fish".

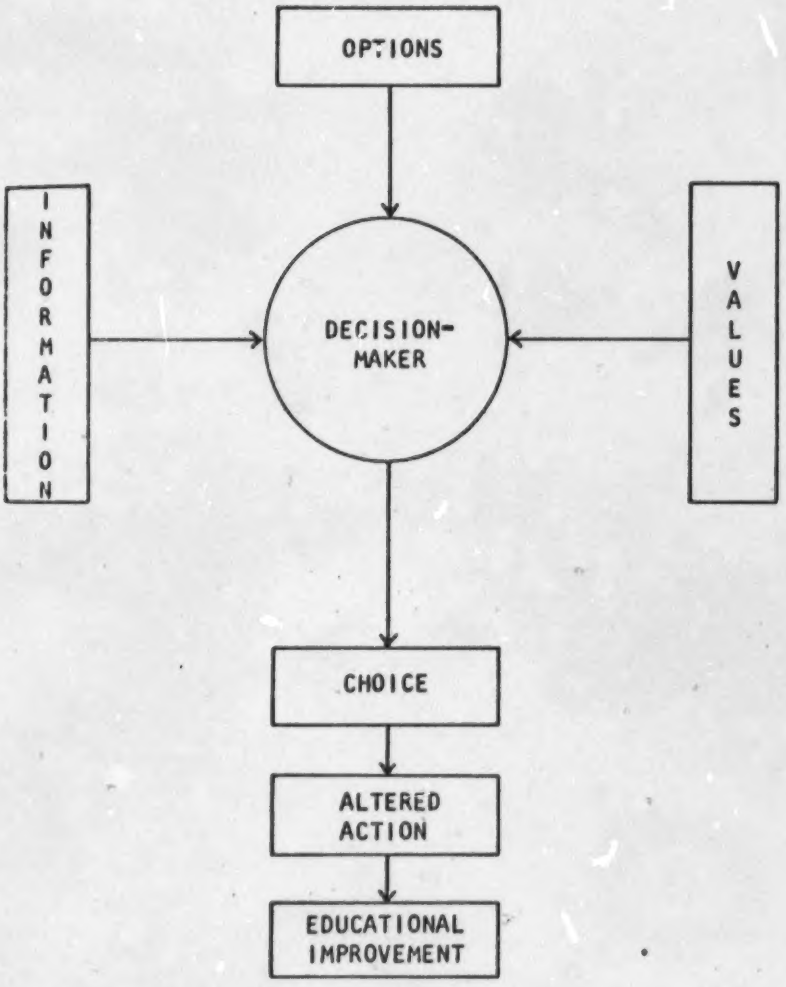
The Phi Delta Kappa Committee headed by Stufflebeam (1971) presents what is described as a "schematic of the decision-making rationale as a basis for evaluation". Within this schematic, the relationship of information, options, and values to the decision maker and to the decision making process is presented (see Graphic #2). In our process model, we will provide the necessary and relevant information to the decision maker in the process of his needs assessment; at the same time, we will present a wide number of plausible options from which the decision maker can choose in developing a needs assessment strategy that uniquely suits him. This procedure, it is judged, leaves the decision maker as master of his own destiny; enables him to retain his critical position as decision maker, rather than reduce him to a mere functionary in the process; and serves to humanize the decision making process by allowing room for the input of values from the decision maker(s). This procedure also recognizes that no single strategy can be recommended for

all contexts, compromises often must be made between validity and feasibility. These interrelationships are shown in the following graphic.

GRAPHIC # 2

A Schematic of the Decision-Making Rationale as a Basis for Evaluation

(39)



Relationship of Model to the Program Planning Process - A series of issues regarding the nature of the relationship between the model proposed and the program planning process will be explored.

Cyril Houle (1972) in The Design of Education, describes what he calls the fundamental system for educational design. It consists of two basic and interrelated components:

(1) a compilation of basic contexts or categories in which learning occurs, and

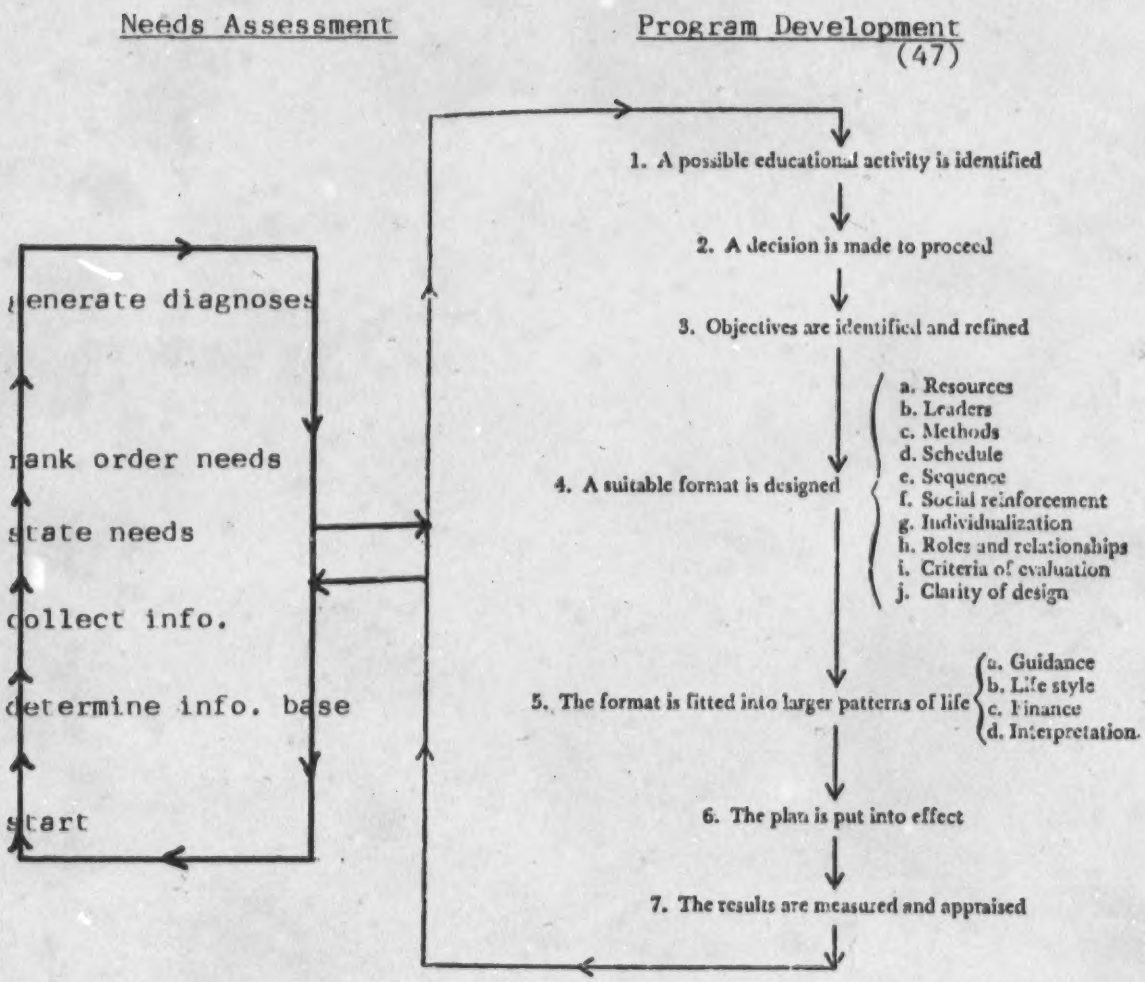
(2) a series of decision points within the framework of the adult education program planning process.

In reviewing this design, it becomes apparent that the author is focusing heavily, if not exclusively, on the phase of the program planning process, which we have called developmental or remediation. In the following graphic (Graphic #3) the two phases of the planning process; namely, diagnostic and developmental, are juxtaposed. The first phase, the needs assessment, constitutes a skeletal conceptualization of the process. The second phase, the programming phase, constitutes the second part of Houle's fundamental system. His "decision points and components of an adult education framework", although presented in a logical sequence, need not necessarily follow in that order. In needs assessment, on the contrary, there is a necessary and logical progression.

One of the earliest tasks of the needs assessment is to determine precisely what are the requirements and limits of the information base desired by the practitioner. It is possible to

GRAPHIC #3

Planning Process



have four types of output from the needs assessment as input into the program development phase; and it is required of the practitioner that a decision be made at the outset of the needs assessment, what the desired output should be: The range of possibili-

ties include:

(1) a collection of statements of human need, or

(2) a collection of statements of human need that have been rank ordered, or

(3) a collection of statements of human need with accompanying diagnostic statements and inferences of need causes, or

(4) a collection of statements of human need which have been both rank ordered and accompanied with diagnostic statements.

The fourth type of output from the needs assessment is the most valuable to the program developer; for as it becomes the input for the programming phase, the practitioner will be able to generate a much more fruitful list of alternative programs from which to choose. Also, with this type of output, relationships with other need states would most probably be highlighted, and remediation by means of collaborative, and comprehensive planning by a number of community service personnel might be possible. Such an effort would constitute a massive attack to eradicate some particular need which happened to lend itself to treatment from various perspectives.

Whether or not the practitioner proceeds to develop needs assessment outputs such as have been described in #2, #3, or #4; if any needs assessment at all is undertaken, #1, the developemnt of simple statements of needs is requisite. Because of this fact, in the present research undertaking, this type of output, i.e., #1, will be the primary, though not exclusive focus of attention.

Given the variable output possible from the needs assessment

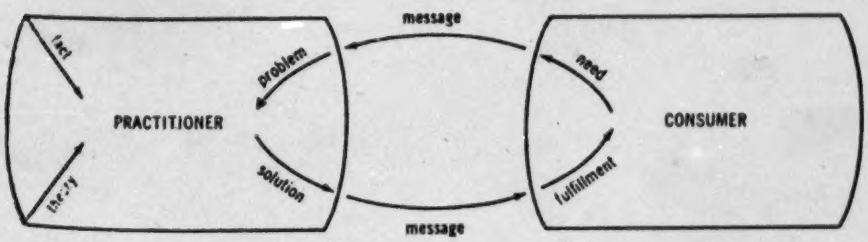
process, it is apparent, that at least two types of information, related but not identical, would be required for the most complete type of assessment. For the simple elaboration of need statements, one would require human need information. For the diagnosis of these need statements, one would require at least a minimal amount of information relative to community resources and to community capabilities and constraints in meeting human needs. Even in this last type of input of information required for diagnosis, the focus upon human need would be paramount. Consequently, information that would be gathered would be done so only in so far as it related directly to the satisfaction of human needs.

Havelock and Benne (1969), in discussing the utilization of knowledge, have developed what they term a simple utilization system (see Graphic #4). It visually represents (1) the centrality of focus on human need, and (2) the existence of and functioning of the practitioner, or community resource, as predicated on and dependent upon the existence of human need. In light of this relationship, it is logical that one major type of information that would be sought in the diagnosis of need statements would be in the realm of community institutional resources. Not all that could be known about a community's institutions is equally relevant. However, from the universe of all possible information, that type should be collected which could be spoken of existing at the boundaries of institutions, at those areas of institutional impact with client needs. For example, informa-

tion regarding such issues as administrative organizational patterns, employee benefits, and annual budgets, though critically important to the institution, do not make a significant contribution to the diagnosis of human need statements as defined. On the other hand, information such as the number of persons served in the area, the institutional perception of its public, and the accessibility of services are critically important.

GRAPHIC #4

A Simple Utilization System
(127)



The proposed research does not claim to satisfy the total information requirements for the entire program planning process. Information inputs critical to major decision points in the programming phase have not even been considered. Further, the research undertaking does not propose to provide the total information requirements for the complete diagnoses of need statements nor an exhaustive identification of all possible human need indicators. The research further does not propose to constitute a complete information system, such as this term is used in decision and information systems literature.

Having considered the major types of relationships which the proposed research undertaking and proposed model bear with regard to the program planning process, we are ready to consider the implications of these relationships.

Implications of Relationships - The major implication of the relationship of the model to the program planning process concerns the presence of a fundamental assumption which undergirds the entire process, and consequently the model as well. Simply expressed, it is that information is a necessary though not sufficient condition for rational decision making. Given the fact that the decision making process is coextensive with the program planning process, it follows that the entire process is dependent upon information input. As the two phases of the planning process are juxtaposed, it becomes apparent that the input for the second phase is comprised of the composite output of information from the first phase (Merrill, 1971). Consequently, information at the outset of the planning process makes a critical contribution to and constitutes an important determinant of the quality of the entire program planning process.

However, given this basic assertion regarding the centrality of information to the planning process, one can proceed in either of two directions and develop further, two dissimilar or contradictory assumptions as the foundation for the development of a specific information base. One assumption that has influenced much of the current development in the field of infor-

mation systems is that there is generally a lack of relevant information available to the decision maker. Given the complexity and volume of information that frequently finds its way into systems of planning or management, one tends to agree that these systems may well be based upon this assumption. On the other hand, an alternative assumption is possible. This assumption asserts that there is an overabundance of irrelevant information for the decision maker (Ackoff, 1970).

An overabundance of irrelevant information may mean two things. First, it may mean that irrelevant information was collected in the data collection process. Second, it may mean that the information presented to the decision maker for any specific decision may be irrelevant to that decision, though not necessarily for decisions made in the past or to be made in the future. We have essentially two problems: that of data collection and that of strategic presentation of information to the decision maker. For instance, presumably, it will be necessary to know at the programming phase just exactly what facilities are available within a given location for conducting group meetings; or it may be necessary to know who, within a particular census tract, is considered to be the reputational leader, so that a program can be publicized and recruitment for it can be facilitated. However, from the viewpoint of the capacity of the human mind to assimilate and/or recall an unlimited quantity of potentially relevant information, it is not realistic to present more than is critically necessary for the decision

at hand. An information overload would become burdensome and tend to distract from the clarity needed to process the relevant information. This situation could well be as problematic as an inadequate amount of information. In addition, from the point of view of feasibility, given the pragmatic constraints of manpower, finances, and time, it does not seem advisable to collect any information that is merely potentially relevant. For instance, it is conceivable that were all the program planning information gathered at the outset of the needs assessment phase, much would become irrelevant and much would become relevant.

A grid, applicable to the program planner's context, will help to clarify the situation (see Graphic #5). Information is seen as being relevant, potentially relevant, or irrelevant to the program planning process; the program planning process is divided into needs assessment and programming.

GRAPHIC #5

Information Relevancy

		Information		
		Rel.	Pot. Rel.	Irrel.
Planning Process	Needs Assessment	30	10	0
	Programming	50	10	0

Let us suppose that there were only 100 pieces of information that could be collected in a given situation. A strategy would be recommended which would result in 0 totally irrelevant infor-

mation being collected, and would attempt to maximize the collection of information that is known to be relevant. For example, since the entire program planning process is developmental in nature; that is, programming grows out of identified need, there is a continual and simultaneous process in which the practitioner is progressively both narrowing his scope and intensifying his focus. Thus, a practitioner may embark upon the needs assessment by an exploration or scanning of all of the major goal state continua for an entire community, but it is improbable that he or she will enter into the programming phase with the expectation of programming for the entire population of a town or neighborhood, nor for all of the major goal state continua which had been built initially into the needs assessment framework. A strategy of information collection must be developed to maximize the collection of relevant information, and minimize the collection of potentially relevant or irrelevant information.

Again, to concentrate our attention on the needs assessment phase, the only information which is known to be relevant at the outset is that which attempts to identify and measure human needs. For example, given the situation that 34 heads of households in a subsidized housing project are functionally illiterate; and, given the societal norm of literacy, we can assert that these heads of household have needs of varying degrees based upon their different literacy skill levels. Further, beyond these prescribed needs, we can assert possibly that 6 of

the persons want to be able to sign checks; 4 are completely content with their situation; 10 want to be able to read the daily newspaper with enjoyment; and 14 are not certain whether they would like to learn to read or not. In our hypothetical example, there was no potentially irrelevant information collected and therefore there was no information loss in the process of developing statements of some human need states.

However, one is expectant that the final output for the entire needs assessment phase would accomplish more than a skeletal statement of human needs. Hopefully, it would contain diagnoses of human need statements which would address those contextual or exogenous variables which might permit inferences to be made with regard to the possible causes of need states. Some of this type of information required for diagnosis is that which we have spoken of as existing at the institutional boundaries within the community. If one were to gather this type of information, the need statements would be accompanied with diagnostic statements. For instance, it might be learned that the county does not publicize its literacy classes, that they are offered in one central school for the entire county, that the classes are offered one night a week, that the county is not able to provide either transportation or sitter service for those who participate. With another input from the target group, it might also be learned that relative to the institutional offerings, half of the persons were unaware of the existence of the literacy classes, 6 have no means of transportation, 10 of the heads

of household are mothers who cannot participate without the availability of free sitter service, 5 of the heads of household work the evening that the classes are held, and 8 of the persons are ashamed of their lack of skill in this regard and are reluctant to participate in formal classes which would publicly display their inadequacy. A tentative conclusion could be reached, that the limitations existing within the situation already disclosed may well contribute to the persistence of illiteracy among those persons who have been interviewed. This type of information regarding community institutional resources would have been listed as potentially relevant had it been collected at the outset of the needs assessment phase, and it thus might have become either relevant or irrelevant. For, should an initial assessment of human need not have revealed a discrepancy in the area of basic literacy skills, to have built into the needs assessment process at the outset the requirement of collecting information relative to an institution's literacy program would have ultimately resulted in the collection of an irrelevant mass of information.

The question facing practitioners who opt for a diagnostic needs assessment, is at what point during the needs assessment phase is information collected which would be generative of hypotheses regarding causes of human need states? The implications of this decision have important practical ramifications. The basic strategies available to the decision maker are:

(1) a one step information retrieval process in which

all of the human need information and all of the potentially relevant information for diagnosis are gathered at the same time, or

(2) a two step information retrieval process in which all of the human need information and only a clearly specified and limited amount of potentially relevant information for a pre-diagnosis are gathered at the same time; and second, a step which would retrieve that diagnostic information which is not only relevant, but also most probably critical for an adequate diagnosis, or

(3) a two step process of information retrieval in which all of the human need information is collected in the first step, while in the second step all of the relevant information for diagnosis is collected.

A grid might help to demonstrate the relationship existing between retrieval strategies and information relevancy (see Graphic #6).

GRAPHIC #6

Retrieval Strategies and Information Relevance

	Strategy 1		Strategy 2		Strategy 3
Steps: #1	N*	D?	N*	½D?	N*
Steps: #2				½D*	D*

N represents human need information
D represents diagnostic information
* represents relevant information
? represents potentially relevant information

Within the confines of the present research, a decision has been made to consider only human need information and that limited institutional information requisite for a preliminary diagnosis such as would be undertaken in step #1 of the second strategy.

Within this strategy, one would ideally proceed by scanning in a global manner all of the goal state continua, and through this scanning be cued to certain potential need areas of more acute dimensions, thus one would narrow the scope of need investigation along certain of the goal state continua and consequently intensify the focus in these areas; finally, for purposes of this research, information necessary for diagnosis would be collected for specifically identified need states.

A number of persons within the fields of management, decision theory and planning theory have been concerned with the issue of the collection of information as a basis for decision making. Various strategies or theories have developed in response to this question. There are essentially four distinct planning/decision strategies in existence: the rational, the incremental, the mixed-scanning, and the radical (Berry, 1974).

Although it is difficult to view any one strategy as broad as planning theory from the very limited perspective of our present research concern, that of identifying the most suitable strategy for establishing an information base; it does seem as though it would provide guidance and would be of value to do so.

The rational strategy is the comprehensive planning strategy. It demands the greatest amount of planning and data collection for subsequent decision making. It demands, in its pure form, that all alternatives be explored, evaluated and chosen among throughout the entire decision making process. A counter strategy, and one which its major proponents assert to

be the most common form of planning and decision making used by decision makers, is known as incremental decision making. It asserts that since, in fact, decisions will only be made within a very narrow margin, and that as a result, changes in a system occur gradually or "incrementally" over time; relatively little information input is needed in the planning process, and broad areas can be ignored as being out of the realm of possibility. A third strategy has developed, possibly in an attempt to synthesize these two polar positions. This strategy, known as mixed-scanning, demands a modest amount of information input and makes a distinction between fundamental and incremental decisions. The former types of decisions are accompanied by an exploration or scanning of relevant information without at the same time attending to all possible details and/or specifications in order that an overview might be obtained. The latter types of decisions are accompanied by the more specific and detailed collection of relevant information that have been indicated by reason of the information gleaned in the first instance. According to this strategy, the fundamental decision to assess human need within community would result in an initial scanning of goal state continua and a series of incremental decisions which would determine which needs to concentrate upon and what specific information would be collected for diagnostic purposes. Radicalism, a final alternative strategy, tends to build upon an information base whose analysis and focus is toward locating extreme alternative states to the status quo. This strategy ap-

pears to differ most fundamentally from the incremental strategy.

Rational planning strategies have been found most effective in routine and very limited decision making situations. The amount of information logically demanded by the process generally has discouraged its utilization for non-routine decisions and decisions of moderate to large scope, given the almost universal constraints of limited resources. The incremental strategy has been found by many to have an inherently traditional bias, and as such, it is prone to overlook a great deal of information which might be extremely critical to the particular situation. The bias within the radical strategy with its hidden agenda of fundamental change rather than the agenda of discovering what is, tends to have a similar impact of distorting a complete information base. Consequently, for our present purposes, the mixed-scanning strategy of Etzioni (1967) appears to be the optimum choice. Its objectivity, flexibility, and comprehensiveness ideally suit it to the present concern. The objectivity expected of the information base for the mixed-scanning as well as the rational strategies is greatly superior to that of the other two strategies, given the biases already stated. The comprehensiveness expected of the data base is likewise superior for rational and mixed-scanning strategies. Relative to the criterion of flexibility in data collection, the mixed-scanning strategy is superior to the rational strategy, where all possible information is gathered for the decision making process. It is not clear the degree to which the incremental and the radical

strategies accommodate flexibility.

As a consequence, I have opted to build the information base for needs assessment upon the underlying assumption that a major decision problem is that there is generally an overabundance of irrelevant information collected for the necessary decisions as well as an overabundance of irrelevant information presented to the decision maker for his or her decision needs. I have decided to build the information base upon the strategy which appears to reflect most adequately this basic assumption: namely, Etzioni's mixed-scanning strategy.

III. RESEARCH PROCEDURES

Overview:

The fundamental research procedure will be a library study. Sheldon and Freeman (1970), leaders at the Russell Sage Foundation for social indicator research, and prominent spokesmen in the social indicator field, speak directly to the concern of this present undertaking: what to measure and what are valid measures in assessing human need.

> "While technical problems should not be brushed aside and the craft in the field needs improvement, it should be emphasized that the conceptual needs are the greatest - what to measure, and what are valid operational measures of critical phenomena. With more knowledge on what to measure and better operational measures, work on understanding the past and predicting the future would be made more effective. There are no simple solutions, for no agreement exists either on the outlines of the major institutions and social systems in the society or on what constitutes the major social problems, deviant behaviors, and conditions of social disorganization (104)."

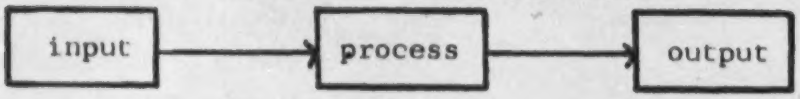
The research is an attempt to address these conceptual issues.

An eight step research procedure will be used to develop the literature base for the complete model. The process is most clearly conceptualized within the context of the systems approach, with the eight step procedure described in terms of input, process, and output. The three following flow charts represent: (1) the general systems approach - Graphic #7, (2) the systems approach applied to the process model - Graphic #8, and (3) the eight step research procedure - Graphic #9.

The research procedure will be carried out in the following manner:

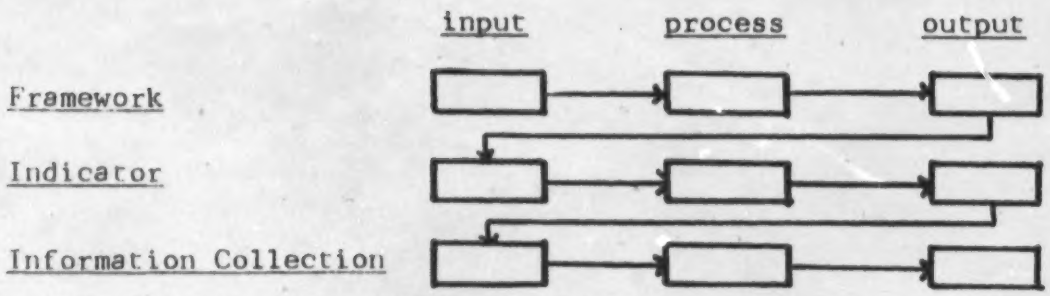
GRAPHIC #7

General Systems Approach



GRAPHIC #8

Process Model



GRAPHIC #9

8-Step Research Procedure

Input:

Process:

1. Select Literature
2. Identify and Record Relevant Substance
3. Analyze Substance
4. Synthesize into Relevant Alternatives
5. Generate Criteria to Filter Alternatives
6. Select Criteria for Use

Output:

7. Select Alternatives
8. Evaluate Product Formatively

(1) Select Literature: The entire body of literature reviewed will be directed toward developing the substantive content of the model. The procedures to be used in identifying the universe of available literature as well as in advancing through that literature will be discussed. The combination of these two procedures will insure both relevance and consistency in terms of content and manageability in terms of quantity for each of the input elements of the process model.

(2) Identify and Record Relevant Substance: As the selected literature is reviewed, that specific content which is judged relevant in terms of desired component output will be identified and recorded. The objective of this step will be to establish a "bank" of relevant substantive material from which the component output ultimately will be derived. No attempt will be made at this time to pass judgment on the specific content. Fidelity in reporting each specific source will be the major consideration.

(3) Analyze Substance: The recorded content then will be subjected to a rigorous analysis. Attempts will be made to identify the exact nature of the content which has been recorded. This process will consist of breaking the content reported into its constituting elements. During this step of the procedure, no evaluation will be made concerning the relative worth of the elements, nor of the interrelationships existing among them. The major objective will be to develop a comprehensive and refined listing of elements contained within the literature that

has been reported.

(4) Synthesize into Relevant Alternatives: The constituting elements then will be combined into those configurations which are judged to be plausible alternative syntheses of the body of literature reviewed. In this step, value judgments of the researcher will be operative. From among the universe of possible alternative syntheses, only those will be selected which fulfill the requirements of the component output as defined. For each synthesis presented, an accompanying report will be made concerning the advantages and disadvantages expected to accompany its adoption. The major objective of this step will be to provide a listing of those alternatives which meet the basic requirement of being congruent with the defined component output. Consequently, this step of the procedure will not present the possibility of choices which could be classified as "win-loose" alternatives; all alternatives will be "win". This step should provide as full an insight as possible into the "world" which is the present focus of attention.

(5) Generate Criteria to Filter Alternatives: A listing of criteria will be developed that address considerations unique to each component. They will be of two major types: research criteria and feasibility criteria. The former are those that are operative in an ideal context; the latter are those that are operative in the context of specific practitioners' constraints. The criteria developed will be based in large measure upon the literature review specific to each component of the model, as

well as from the classic sources of evaluation literature. The objective of this step is to provide tools for making rational judgments on the basis of very specific evaluative criteria. It will offer a series of specific questions which legitimately can be addressed to the collection of "world views" which has been presented.

(6) Select Criteria for Use: This step demands no additional direction or input from the process model. It represents the execution of a choice for which the model inputs have already been provided; namely, information and options (steps #4 and #5). Now, values are introduced into the process as a selection of and/or ordering among criteria is made. In this step, the three fundamental inputs into the decision process are fused: information, options, and values. All preceeding steps were but prelude to the accomplishment of this critical sixth step. The relationship of this step to the Phi Delta Kappa graphic and to the basic premise of the model: build for choice, should be apparent. Ths specific action called for in this step is the selection of that criterion, or that combination of and/or weighting of criteria, judged to lead most directly to a unique product within the constraints of the defined output for the component. The specific selection will constitute a filter and facilitate the selection of alternative syntheses. The objective of this step is to insure maximum freedom for the decision maker.

(7) Select Alternatives: Once a single criterion or combination of criteria have been selected, this will be applied

to the alternative syntheses and one synthesis will be selected. In this step, no further guidance is needed. The criteria selected will be applied to the alternative syntheses and the output for the component will be derived. This output will be accepted on a tentative basis and then recorded.

(8) Evaluate Product Formatively: During this step of the research procedure, the composite antecedent steps will be reviewed for logical consistency. If this is found lacking, the preceeding steps will be revised until internal consistency can be achieved. Further, an evaluation will also be made regarding the compatibility of the actual product derived from the process and the desired end product. If there is not a congruence between the two, steps will be taken to remedy the situation. When one is satisfied with the evaluation, this component of the model is completed and the procedure begins again for the following component, carrying along each output into the successive component until the procedure is completed. The end product for the entire process model thus represents the cumulative synthesis of all of the preceeding inputs, processes, and outputs (Merrill, 1971).

Given the fact that the output for each component has been specified already at least in macro terms, and given also the fact that the process ingredients demand a thorough review of the literature and constitute the task of the proposed research, the following discussion will be limited to a review of the inputs for each of the three basic components of the model.

Component I: The Framework of Human Need:

There is not a single unified body of literature that is to be identified, that will form the basis upon which this component is structured. For convenience sake; however, we will call it the literature base for "human need", or what has earlier been called the goal state continua. Specifically, it will consist of selected seminal statements concerning "human need", "human goal states", or "human drives", from such fields as philosophy, education, religion, biology, anthropology, psychology, sociology, and social psychology. The process of identifying these major works will be dependent upon the human resources of the university. Members of the adult education faculty will be requested to provide recommendations regarding either faculty members in the above fields or knowledgeable professionals within these fields not associated with the university, who could be contacted. Contact will be made and recommendations will be received concerning sources within their respective fields which are judged to be the most relevant, definitive, and/or significant statements regarding "human need". These selected statements then will be studied and processed according to the procedure outlined. The questions which will be addressed to these sources will be:

1) Is it compatible with the definition of human need which has been adopted for the dissertation?

2) Does it offer a way of perceiving need which would assist in the systematic classification, observation, and collection of human need data?

Component II: Human Need Indicators:

A number of discrete bodies of literature will provide the foundation for the development of this component of the model. They are:

1) Urban Planning, Community Development, Adult Education Program Planning, and Educational Needs Assessment;

2) Social Indicators, and Sociological Measurement.

The literatures of urban planning, community development, adult education program planning, and educational needs assessment will be identified. Urban planning literature will be identified through card catalogue entries of university holdings and through the 1975 annotated bibliography on planning theory (Williams). Community development literature will be identified through Current Index of Journals in Education (CIJE) and also Educational Resources Information Center (ERIC) under descriptors: community- development, planning, and survey. Adult education program planning literature will be identified through CIJE and ERIC under the descriptors: adult education- community, program planning. The educational needs assessment literature will be identified by and limited to the Florida Board of Regents collection of needs assessment products from throughout the nation.

Generally, the literature search will be limited to documents published after 1960. Exceptions will be made in those instances in which a source is cross-referenced in a number of bibliographic citations and is judged to be a major contribution to the development of the component. Exceptions will also be made in those instances in which an earlier published source formed the basis for extensive subsequent development within the

field, and thus it could be perceived potentially as a central building block for the component.

The literatures of social indicators and sociological measurement will be identified. Identification of social indicator literature will be made by: 1) a card catalogue search for universtiy holdings; 2) a search of dissertation abstracts; 3) the utilization of two annotated bibliographies (McVeigh, 1971; Wilcox et al, 1972); and 4) Sociological Abstracts. The identification of the literature of sociological measurement will be done through cross reference from the social indicator literature and through card catalogue entries of sociological research methodologies. The review of both of these bodies of literature will be primarily limited to that developed within the United States from 1960, since that date marks the beginning period in the crystallization of the social indicator movement in this country.

Basic questions posed of the entire literature that will form the foundation for the development of this component include:

1) Are specific indicators suggested in the literature that are within the framework of human need?

2) Are considerations offered regarding problems of measurement of the indicators?

Component III: Information Collection:

No specific literature can be identified which uniquely appears suited to meeting the objectives of this component; namely, the identification of sources of information as well as

general retrieval strategies for the specific indicators which have been selected. The two major literature bases which will be depended upon for the development of the previous component of the model, will also provide the basis for this component. The specific questions addressed to the literature include:

1) Are specific indicators linked to storage and retrieval information?

2) Are alternative sources of information linked to data concerning retrieval capabilities?

3) Are storage and retrieval capabilities differentiated according to community size?

Again, once this literature is identified and limited by the above questions, it will serve as input and will be processed through the same steps as have been followed for the preceeding components.

Panel of Experts:

The fundamental research procedure for the present developmental research undertaking is that of a library study. By applying to the literature base a rigorous eight step research procedure in the design of each of the three components of the model, the researcher is carried through the first two functions of the modeling process; namely, model conceptualization and model development.

The third function of the modeling process, evaluation, will have been applied by the researcher in process as each component and the final ideal output of the model is developed. As a further evaluative strategy, and one that will also contribute toward the model development, panels of experts will be

engaged for each of the components of the model. Input from the panels of experts will be provided by means of a Delphi or modified Delphi technique and will include both quantitative verification of the model component (validation) as well as qualitative assessment of factors related to the model (appraisal).

The panel of experts for the first component will consist of all of the past presidnets of the Adult Education Association of the U.S.A. as well as the present president and the president-elect of the association. This population contains within its membership nationally recognized expertise, a breadth of scope and experience in the field, and a span of time associated with the field that would appear to be unparalleled in any other population. With the researcher, they too will be interacting with the literature base and will be making a significant contribution to the development of the component output as well as providing validation and appraisal for the component.

The panels of experts for the second and third components will be the same. They will be selected on the basis of recognized expertise relative to particular goal state continua, Consequently, it is conceivable that there would be as many as four to ten or so small panels of experts, dependent upon the output of the first component, who will be functioning in much the same manner for their areas of expertise within the second and third components as did the presidents of A.E.A. for the

first component.

Pilot and broad-based field testing is judged to be a critical factor in the third function of the modeling process; namely, evaluation. However, a judgment has been made that such testing lies outside the scope of the present research undertaking; which is, the development of a process model for practitioners and the undertaking of preliminary validation and assessment of the model by panels of experts. Such pilot and field testing is presumed before any widespread diffusion of the model, the fourth function of the modeling process, is undertaken.

Summary:

It is believed that the pursuit of the above described research procedures for the three components of the model will result in a product that should be able to withstand rigorous summative evaluation.

A system of criteria will be developed based upon those proposed by Stufflebeam (1971) and Suchman (1974), which will serve as the basis for summative evaluation of the entire research undertaking. Further, specific evaluative questions will be developed which are generically posed in the literature on model building and evaluation.

IV. DISSERTATION OUTLINE

The following proposed dissertation outline will consist of six major sections or chapters. They are:

(1) Introduction: This will develop the statement and significance of the problem, the research objective, the conceptual framework, and the research procedures.

(2) Human Need Framework: This will develop, according to the research procedures outlined, a framework within which the remainder of the study will be contained.

(3) Social Indicator System: This will develop, according to the research procedures outlined, those measures determined necessary for assessing human need, as defined.

(4) Information Collection: This will develop, according to the research procedures outlined, those locuses of information storage and those strategies for retrieval of information for the indicators selected.

(5) Panel of Experts: This will contain complete documentation for the validation and appraisal of the model.

(6) Summary: This will develop a synthesis and summary of the process model with all of the critical components, as well as provide recommendations for the testing and application of the model.

V. AFTERWARD

It is judged that the proposed research undertaking represents a sincere and responsible effort to contribute to the field of adult education in an area where critical need has been demonstrated. Beyond that, it is also seen as a contribution to a broader community, and as the execution of a broader responsibility; for the proposed model should possess qualities which would equip it to serve not only the adult education community practitoners, but also a large number of practitioners within the domain of social services.

> "Only when we start from community as a fact, grasp the fact in thought so as to clarify and enhance its constituent elements, can we reach an idea of democracy which is not utopian." (149)
>
> - John Dewey
> The Public and Its Problems

> "The future is not an overarching leap into the distance; it begins in the present." (1)
>
> - Daniel Bell
> Toward the Year 2000: Work in Progress

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